Building a Secure Nation

Safeguarding America's Transportation System

Transportation Security Administration
Strategic Plan - Executive Summary

August 2004

**Transportation
Security
Administration**

TSA Strategic Plan Executive Summary

Letter from the Assistant Secretary

The tragic events of 11 September 2001 dramatically underscored the vulnerability of America's borders and its transportation system to terrorism. In the wake of those tragedies, the Congress gave the Transportation Security Administration (TSA) a unique and historic opportunity to become a new kind of 21st-Century federal organization in this area of crucial importance to every American and the people of the world. As an agency of the Department of Homeland Security (DHS), TSA is committed to building a safe and secure homeland.

Our mission is to protect the nation's transportation system—a complex "system of systems" comprised of aircraft, ships, and rail and motor vehicles; airports, seaports, and transshipment facilities; roads, railways, bridges, and pipelines; and supporting infrastructures—from terrorist attack and criminal activity. We have made it our responsibility to understand the magnitude of such pursuit, and maintain a heightened sense of urgency in all of our security operations. Americans depend on us and will continue to do so into the future.

Much of our initial efforts focused on meeting congressionally mandated aviation-security objectives. We have made significant progress and will continue to fulfill our obligations in the aviation sector. However, we have expanded our efforts to address threats across all modes of transportation and to provide world-class security and customer service to travelers and shippers. We have remained proactive and vigilant in our provision of security throughout the transportation sector, and continue to build upon a solid strategic foundation that will position our Agency for continued success in the future.

As we work to meet the immediate needs of the transportation sector, we continue to develop and implement the strategies that enable us to perform our daily activities while ultimately preparing us for the future. Accordingly, we have prepared a five-year strategic plan focused on four fundamental goals: (1) Domain Awareness, (2) Prevent and Protect, (3) Respond and Restore, and (4) Organizational Effectiveness.

Importantly, we have not built this plan in isolation. Rather, we were guided by the President's National Strategy for Homeland Security and the Department of Homeland Security's strategic goals of preventing terrorist attacks within the United States, reducing the nation's vulnerability to terrorism, and minimizing damage and recovering from terrorist attacks. By achieving these goals, not only will we ensure the security and unfettered movement of all modes of transportation, but we will also build an organization with enduring excellence that will become a model for similar organizations around the world.

TSA is a new organization, one only beginning to create its history and traditions of security and service to the United States. We will fulfill our responsibility to the American people to safeguard their transportation system. Our successes today will be our legacy for America's tomorrow.

David Stone
Assistant Secretary

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Mission…Vision…Values…Goals…

The horror of 11 September 2001 tragically revealed America's vulnerability to a new kind of threat to the homeland, one quite unlike any encountered before. An ambiguous yet deadly adversary, the terrorist can pick the time and place for his next attack, almost with impunity. The terrorist is the ultimate "asymmetrical threat," capable of striking when and where we least expect, pitting his strengths against our weaknesses.

The U.S. transportation system is especially at risk to adversaries intent on doing us harm. A complex "system of systems," at any given moment the transportation system is moving the people, raw materials, energy products, and finished goods that are the lifeblood of the United States and the "engine" of the global economy. Aircraft, ships, railroads, and motor vehicles; airports, seaports, and transshipment facilities; roads, railways, bridges, and pipelines; and supporting infrastructures—all are potential targets for the terrorist.

The attacks on America galvanized the nation into action. Recognizing the need to deter and defeat a broad spectrum of threats. Congress enacted the Aviation and Transportation Security Act on 19 November 2001, establishing the Transportation Security Administration (TSA) within the Department of Transportation. As the President's National Strategy for Homeland Security underscored, this Act "fundamentally changed the way transportation security will be performed in the United States."

Our *mission* is clear: To protect the Nation's transportation system and to ensure freedom of movement for people and commerce.

On 1 March 2003, a year after TSA assumed aviation-screening responsibilities at America's airports, the Department of Homeland Security (DHS) stood up. This was the most significant transformation of the U.S. government in more than 50 years, a far-reaching realignment of 22 government activities and agencies—including the TSA—and 170,000 public servants into a single department whose mission is nothing less than to guarantee the security

and sanctity of our homeland. Within this evolving and dynamic context, TSA is putting in place the leading-edge technologies, processes, and, most importantly, the highly skilled and motivated people to carry out our mission and that of our new Department.

Our *vision* is of a world-class organization that will continuously set the standard for excellence in transportation security through our people, processes, and technology.

To achieve our vision, we have identified *core values* that our people hold true:

- **Integrity:** We will ensure that our culture is one of customer focus, courtesy, respect, open communication, cooperation, and earnest dedication to meet our individual and Agency goals.
- **Innovation:** We will be an organization that creates leading-edge solutions and breaks away from legacy, "business-as-usual" practices to ensure effective and efficient operations.
- **Teamwork:** We will embrace our diversity and use our complete team—Headquarters and field staff, transportation modes, and key partners and stakeholders—to carry out the tasks that lie ahead.

Looking ahead, our five-year strategic plan sets out specific goals and objectives that must be fulfilled if we are to be successful. Our *four strategic goals* are:

- **Domain Awareness**: To ensure that we gain and sustain awareness of the full scope of threats to and vulnerabilities of all modes of transportation in our domain of responsibility.
- **Prevent and Protect**: To prevent foreign and domestic terrorists and other individuals from causing harm to or disrupting the U.S. transportation system and its users.
- **Respond and Restore**: To ensure that an agile incident-response capability is coordinated to restore freedom of movement swiftly and effectively.
- **Organizational Effectiveness**: To operate as a world-class, performance-based organization that consistently meets performance objectives while practicing outstanding stewardship of our resources.

These goals are founded in the President's National Strategy for Homeland Security and are directly linked to DHS strategic goals—Awareness, Prevention, Protection, Response, and Organizational Excellence. By achieving these goals and objectives, the Transportation Security Administration will enhance the security of all "modes" of the U.S. transportation system. We will enforce the law to ensure safe and efficient passage for people and commerce. And we will do so with the ultimate regard for the public's needs and privacy.

TSA Milestones

17 February 2002:

TSA took over aviation security screening, a responsibility that had been the airlines' for more than 30 years.

19 November 2002:

TSA met the mandated deadline to deploy federal passenger screeners at airports across the nation. Over 44,000 federal screeners and 158 Federal Security Directors responsible for 429 U.S. Airports were deployed.

31 December 2002:

TSA met the mandated deadline to screen every piece of checked baggage for explosives.

Threats and Challenges

The U.S. transportation system is a "soft" target for adversaries—foreign governments, terrorist groups, and individuals—who seek to attack America, its citizens and friends, and its interests at home and abroad. The September 2001 attacks proved that terrorists could successfully exploit or strike U.S. air, land, or sea transportation assets as a means of disrupting our economy and sowing fear and lack of confidence in government among Americans and our friends. Some adversaries will strive to blunt U.S. economic, political, and military influence overseas by attacking American aviation and maritime equities far from home. Others may target U.S. transportation assets for no other reason than to create horrific incidents. As the President's National Strategy for Homeland Security makes clear, "the threat of terrorism is an inescapable reality of life in the 21st Century. It is a permanent condition to which America and the world must adjust."

"However, the threat to transportation is not restricted solely to those motivated by political or social concerns," the National Strategy for Homeland Security acknowledges. "In addition to terrorism, TSA will also work to prevent other criminal acts, regardless of motivation."

The challenge of protecting U.S. transportation security interests is compounded by the global nature of the system. We are inextricably linked in a complex web of worldwide transport and commerce. We cannot be safe at home if we can be attacked overseas. Indeed, as domestic security measures reduce vulnerabilities in the United States, assets overseas—passengers, commerce, and infrastructure—are increasingly at risk. Although we know that attacks against American transportation interests overseas continue to be planned, the most fundamental threat remains that of terrorists and criminals against targets in the United States.

A continuing challenge to TSA is advancing transportation security while minimizing costs, providing excellent customer service, and protecting civil liberties. Increased aviation passenger traffic puts a growing strain on TSA resources as screeners are faced with professionally and politely moving anxious passengers and their baggage through the transportation system at a pace that avoids delays and inconvenience. While TSA will not jeopardize the traveling public's security to save money, reduce passenger wait times, or any other resource consideration, we accommodate those expectations on our services and meet this challenge through a variety of strategies and programs. Research, development, deployment, and maintenance of advanced technology not only help TSA stay ahead of changes in the face of terrorism, but also enable less invasive procedures and increase passenger and baggage throughput.

While continuing to address critical aviation-security needs, TSA is expanding its efforts to improve security across all modes of transportation, mindful of the complex inter-relationships and vulnerabilities within the U.S. transportation "system of systems" (see Fig. 2 pg. 9). We will do so through a threat-based/risk-managed approach that continuously assesses the nature and extent of the threat to individual transportation modes, takes into account the geographical and temporal aspects of the threat, and allocates our security resources to where the threat and the potential for harm are greatest and most immediate. In doing so, we will work closely with other governments and international organizations to move forward on security measures in a multi-layered ring of defense that can start far overseas.

The global, multi-modal and multi-nodal nature of the transportation security threat environment points to the need for TSA to take an integrated systems-management approach that brings together the intelligence, operations, regulatory, and policy resources to address the daunting challenges to homeland security. The four goals outlined in our strategic plan provide the framework for making the difficult decisions and tradeoffs to carry out our mission.

Domain Awareness

We will ensure we gain and sustain awareness of the full scope of threats to and vulnerabilities of all modes of transportation in our domain of responsibility

"Domain Awareness" is the first step in protecting the U.S. transportation system. It is imperative for us to obtain as much intelligence and knowledge as possible of the threats, vulnerabilities, capabilities, status, trends, unusual circumstances, and other conditions of the transportation system and its environment. "Know your enemy…and know yourself" has always been the critical component of success in war—America is at war with global terrorism, and our transportation system is under attack.

Working closely with DHS, other Federal agencies, and the private sector, we are taking the necessary steps to identify, understand, and anticipate developments throughout each of the domains—air, land, and sea —in which we operate. Our domain-awareness initiatives include several programs

for collecting, analyzing, sharing, and taking action on intelligence and information about threats to the U.S. transportation system. TSA is making innovative use of leading-edge technologies and techniques to collect and manage information regarding potential threats to persons, cargo, and commerce. And, our processes and procedures will effectively disseminate relevant and timely transportation security and intelligence information to the appropriate agencies.

One of TSA's challenges in this area is to ensure that terrorist and other threat information gathered by numerous law-enforcement and other agencies is shared among the appropriate federal, state, and local agencies as quickly, efficiently, and effectively as possible. The technical challenges include outdated computer and information systems, poor interop-
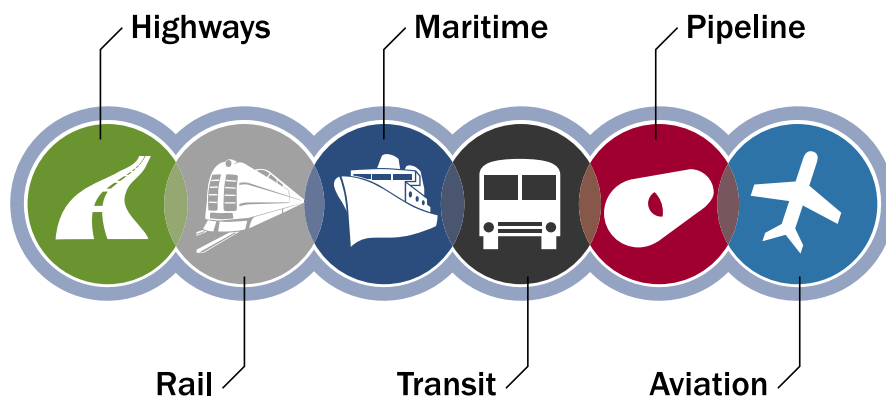
Figure 1. Transportation System of Systems

- Highways
- Maritime
- Pipeline
- Rail
- Transit
- Aviation

- Manage Risk, cross-modally— e.g., cargo, passengers
- Establish partnerships with federal agencies, state/local, and private sector partners to set standards and coordinate operating roles
- Perform risk management threat and vulnerability assessments
- Enforce compliance

erability, no protocols governing information exchange, and a lack of secure communications equipment. To meet these challenges, TSA is developing collaborative relationships with other federal, state, and local agencies, as well as industry stakeholders and foreign governments and organizations, to delineate specific roles and responsibilities for transportation security information. Direct linkage to Department of Homeland Security intelligence and secure communications architectures will help ensure access to and sharing of threat information.

Finally, TSA will continue to operate a Transportation Security Operations Center (TSOC) to correlate, fuse, and share real-time intelligence and operational information across all modes of transportation, working closely with appropriate federal, state, and local entities. The Operations Center will operate around the clock to monitor transportation security operations, implement and manage emergency-response capabilities, and coordinate efforts with other law-enforcement, intelligence, military, and response organizations, including the Federal Bureau of Investigation, Federal Emergency Management Agency, and the Department of Defense in its homeland defense roles.

We will manage the overall risk to the transportation system by focusing our efforts and resources on the highest source of risk.

TSA takes a threat-based, risk-managed approach to securing the entire transportation system. We will work to understand and assess the relative risk of various elements of the transportation system, so that these elements can be compared within and across transportation modes. We can then manage the overall risk to the transportation system by focusing our efforts and our limited resources on those elements representing the highest source of risk. The measures used to mitigate the risk will be scalable and flexible, so that they can be modified either as specific threats are identified or in response to changes in the general Homeland Security Threat level. TSA's risk management program consists of: criticality assessments, threat scenario assessments, and vulnerability assessments.
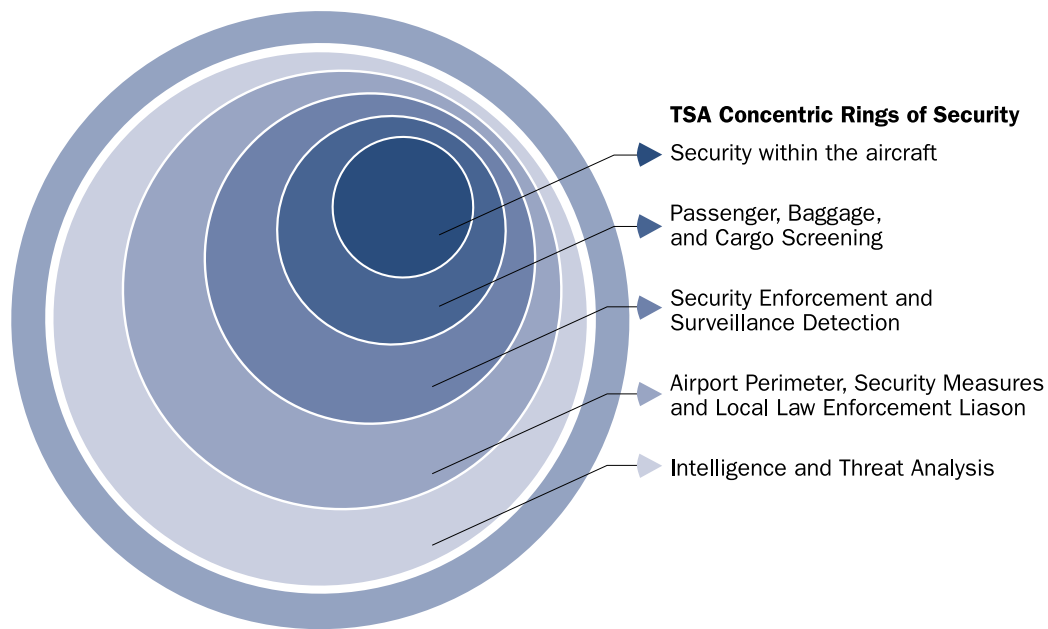
TSA Concentric Rings of Security

Security within the aircraft

Passenger, Baggage, and Cargo Screening

Security Enforcement and Surveillance Detection

Airport Perimeter, Security Measures and Local Law Enforcement Liason

Intelligence and Threat Analysis

Figure 2. TSA Concentric Rings of Security

Prevent and Protect

We will prevent foreign and domestic terrorists and other individuals from causing harm to or disrupting the transportation system and its users.

Our "system-of-systems" approach to transportation security brings together numerous programs, processes, and activities for effective and efficient operations.

There is no "silver bullet" to transportation security, and we are focused on threats to all elements of the U.S. transportation system. We have put in place multiple rings of security that will close off terrorist opportunities to attack us at home or overseas. This layered defense—sharing of intelligence, tracking of threats, perimeter security, advanced screening technologies, hardened cockpit doors, and more—enhances security by presenting the terrorist with a series of obstacles to be cleared, all the while allowing the flow of people and commerce.

Layers of Security on Aircraft

▶ Armed Pilots (Federal Flight Deck Officer)

▶ Hardened Cockpit Doors

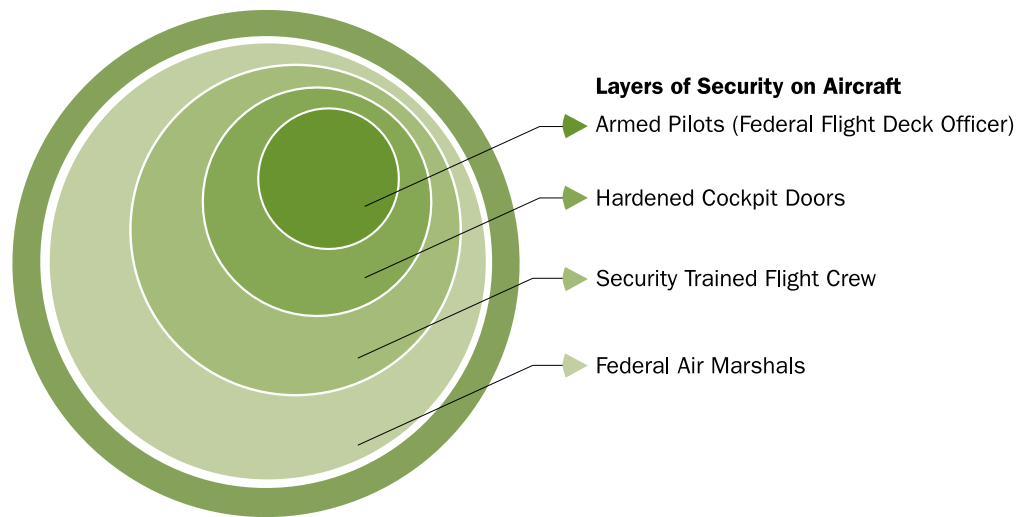▶ Security Trained Flight Crew

▶ Federal Air Marshals

Figure 5. Aircraft Rings of Security

The ability to travel and ship goods through our transportation system without incident will be enhanced by TSA's multi-layered prevention and protection system. Prevention of a terrorist attack and the associated protection of critical infrastructure are the first and most critical line in our "ring" of defense. However, a quick response to protect assets after an incident occurs will be critical to a return to normalcy.

TSA is leveraging its aviation-security experience and insight from industry experts to develop, implement, and enforce security standards for passenger and cargo rail, transit, highway, and maritime systems. Security measures for critical transportation infrastructure are being strengthened, and TSA is undertaking major investments to secure the movement of cargo and passengers in all modes of transportation. In addition to investments in critical technologies and systems, we have significantly enhanced selection and training of passenger- and baggage-screening personnel.

As required by the Homeland Security Presidential Directive-7 and reinforced by DHS, TSA will assume transportation sector-specific responsibilities that will require it to "coordinate protection activities" for the entire Transportation Sector. As such, we have developed a Transportation Sector Specific Plan. This plan includes projects, initiatives, activities, timeframes, milestones, and resource requirements that allow us to coordinate protection activities. We are working with the U. S. Coast Guard, the Department of Transportation's modal administrators, and other stakeholders to expedite the flow of information, identify and prioritize sector assets, assess vulnerabilities, develop protective programs, measure progress, and leverage research and development initiatives.

Additionally, TSA will strengthen partnerships with federal, state and local government entities, as well as all modal operators. Doing so will enable us to maximize our scarce resources, establish best practices, and reduce vulnerabilities to the transportation system. TSA will promote the achievement of its standards through grants, regulations, cooperative agreements, and collaborative relationships with our partners and stakeholders. Likewise, TSA will continue to work with foreign governments, international organizations, and overseas industries to facilitate the adoption of global security standards.

Respond and Restore

We will ensure that an agile incident-response capability is coordinated to restore freedom of movement swiftly and effectively.

The reality of our mission means that we must constantly be prepared for the unthinkable. Even with comprehensive and effective preventative measures in place, the threat of terrorism is reduced, not eliminated. Should the unthinkable again become reality, recovery from a terrorist attack begins immediately—sometimes well before the incident concludes.

TSA is developing plans for the swift restoration of freedom of movement for all modes of transportation in the event of an attack—anywhere…any time. Cooperation and coordination with other federal, state, and local entities is particularly critical for our success in this area. TSA will provide expertise to develop plans for incident management and response, contingencies, and organizational continuity. We will also work to measure the readiness, effectiveness and efficiency of existing response capabilities. Following acts of terror, TSA will work to restore public confidence as quickly as possible.

TSA is developing a multidisciplinary crisis/incident response team to provide on-scene liaison and coordination with the Transportation Security Operations Center. This team will assist in crisis analysis and lessons learned review and remediation, and will also conduct after-action compliance and enforcement evaluations.

We are constantly leveraging advanced, leading-edge, off-the-shelf security technologies and approaches to defeat threats to the nation's transportation systems.

Establishing security standards and implementing them with the most effective and efficient technologies and good tactics are fundamental for homeland security. New data-collection technologies, biometrics, explosives-screening systems, imaging tools, and high-tech communications are just a few of the critical weapons we employ in America's war on terrorism.

Organizational Effectiveness

We will operate as a world-class, performance-based organization that consistently meets performance objectives while practicing outstanding stewardship of our resources.

We are establishing a culture of visionary leadership that adheres to world-class management principles of customer-driven and performance-based excellence, continuous learning and improvement, innovation, fiscal responsibility, and fact-based management. We are aligning our human capital policies to achieve a model workplace and a high-performing, motivated and skilled workforce that is committed to our mission, vision, goals and tasks. We will continue to strengthen and improve our training and certification programs to ensure that our employees have the knowledge and skills needed to excel with confidence. In addition, we will be innovative in enhancing our services and processes, embracing advanced technologies and proven quality-management techniques. We will continuously measure our performance based on long-term strategic and annual performance goals.

During its first two years of operation, TSA has become one of the most highly visible Federal agencies. We provide front-line security professionals in every airport in the nation and, selectively, in our maritime and land transportation infrastructure. This special prominence will place a high premium on creating and demonstrating value for our customers, partners, and stakeholders and achieving our mission. To carry out our tasks, we embrace several key principles:

We are building and maintaining stakeholder relationships that foster communication, collaboration, and effective implementation of security plans.

We are working closely with industry and government stakeholders to share appropriate threat information, conduct risk assessments, set standards, develop regulations, and enforce compliance. We will continue to solicit input from industry stakeholders when developing standards and regulations and during the rulemaking process. These close and continuing collaborative relationships are absolutely critical to our success. TSA needs input from industry and government stakeholders to help us better identify where security problems exist, what security measures will work, and what measures won't work. "Collaborative effort" also means that the TSA will need the industry's eyes and hands to help implement measures for improving transportation security.

- **Customer Focus:** We listen to and learn from our customers, stakeholders, partners, and other agencies throughout government and industry, and incorporate successful practices into our operations. We will always strive to provide excellent customer service and protect civil liberties.

- **Continuous Improvement:** America's enemies are alert, resourceful, and constantly "gaming" the transporttion system to find its weaknesses. We will continually seek ways to stay ahead of their deadly game by improving our domain awareness and multi-layered security net.

- **Model Workplace:** Recognizing the important human dimension to our work, we have initiated a Model Workplace initiative and are engaging our people at all levels in its design. Cooperation and teamwork are encouraged at all levels, and special efforts are being made to give employees cross training and opportunities for advancement.

- **Stewardship of Taxpayer's Dollar:** TSA will also be a model agency in the efficient use of its resources. We will use indicators, coupled with other operations information to evaluate the effectiveness of our training programs, thoroughness of screeners, and the impact of our public outreach.

- **Performance-Based Organization:** TSA is committed to being a performance-based organization. We are collecting customer satisfaction data as key performance indicators, and, coupled with other operations information, we will use that data to evaluate the effectiveness of our training programs, thoroughness of screeners, and the impact of our public outreach.

The Way Ahead...

A key element of the Department of Homeland Security, the Transportation Security Administration will achieve its **mission** to protect the nation's transportation systems. Our **vision** is clear: we will continuously set the standard for excellence in transportation security through our people, processes, and advanced technology. We embrace our **core values** of integrity, innovation, and teamwork. And we remain focused on our **four fundamental goals:** (1) Domain Awareness, (2) Prevent and Protect, (3) Respond and Restore, and (4) Organizational Effectiveness.

Operating on the front lines of America's security, we will ensure the safe and unfettered movement of all modes of transportation for the benefit of the nation and the world.

Transportation Security Administration
Strategic Goals, Objectives, and Activities
2005 - 2009

Strategic Goals				
	Domain Awareness	**Prevent/Protect**	**Respond/ Restore**	**Organizational Effectiveness**
Objectives	Analyze threats and vulnerabilities Make innovative use of analytical and detection technologies to manage information regarding potential threats Assess, analyze and disseminate intelligence information	Coordinate with different stakeholders to develop security plans Set standards and regulations and enforce compliance Implement protective and preventive measures to mitigate risks to transportation systems	Develop plans with stakeholders for responding to incidents Develop, maintain and execute capabilities to support rapid and effective response and recovery to any disruptions to the transportation systems Implement after action activities	Become a leading edge quality performance-based organization Maximize the efficient use of human and material resources Create efficient services and process through innovation, new technology and quality management Balance the needs of world-class security and customer service
Sample Activities	Threat/Vulnerability assessments Registered Traveler Transportation Worker Identification Credential (TWIC)	Hardened cockpit doors Federal Flight Deck Officer (FFDO) Standards for security equipment Standards for passengers and baggage operations Presence at overseas locations	Transportation Security Operations Center (TSOC) Federal Flight Deck Officer (FFDO) Transportation Security Conditions	e-Government Performance Measurement Information System (PMIS) Model Workplace Customer Satisfaction Index TSA Online Learning Center President's Management Agenda

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